

# LAW ENFORCEMENT NEWS

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## What They Are Saying:

*"Visibility does not make more arrests; more police do."*

Chester Broderick, head of the Boston Police Patrolmen's Association, commenting on Police Commissioner Joseph Jordan's redeployment plan for the department. (Page 3:2)

## Pulling 'em over to the curb:

### Senate goes after DWI's

Traffic police who find a driver to be intoxicated would be able to lift the inebriated motorist's license on the spot, under legislation proposed earlier this month before a Senate Commerce subcommittee.

Intended to put a Federal punch in the states' escalating fight against drunk drivers, the bill was introduced by Senator John C. Danforth (R-Mo.), who noted that the initiative would shift the burden of proof in such cases from the states to the individual.

"If driving is a privilege and if drunk driving can be measured (by breath analyzing equipment), why not take the discretion out and revoke a license administratively?" Danforth demanded.

The Senator's statements met with a mixed response when he announced his proposal at the March 2 opening of the subcommittee's hearing on the proper role of the Federal Government in handling driving-while-intoxicated (DWI) cases. Several witnesses contended that the Federal Government should keep its nose out of a problem that is essentially a state

and local concern. However, all participants agreed that more must be done to reduce the nearly 25,000 deaths annually which are attributed to intoxicated drivers.

According to the Baltimore Sun, the Danforth initiative was warmly received, but not officially endorsed, by a top official at the National Highway Traffic Safety Administration. Deputy Administrator Diane K. Steed told Danforth that NHTSA research into the DWI problem revealed that courts are blocking strict and sure punishment of offenders.

Steed lauded the implementation of stricter state laws, indicating that mandatory punishment provisions in such initiatives take the pressure off crowded court systems.

Citing one example, Steed noted that Minnesota drivers found to have blood alcohol levels in excess of the legal minimum may be deprived of their licenses by administrative procedure. If a driver in that state declines to take a

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## Appeals court reinstates DC's policy on informal street-stops

In a qualified victory for the Washington, D.C., police, the Court of Appeals for the District of Columbia ruled late last month that D.C. police officers have broad authority to stop pedestrians and ask them to produce identification, even when no criminal conduct is suspected.

At the same time, however, the court found "other aspects of the contact practice disturbing," and strongly recommended changes in the Metropolitan Police Department's policy.

The appellate ruling reversed a decision issued last May by Senior Judge Edward M. Curran of the U.S. District Court, who had stated that such informal contacts between police and citizens violated constitutional protections against unreasonable searches and seizures (LEN, June 8, 1981).

Judge Edward Tamm, who wrote the appeals court decision, urged that in making such informal contacts, officers make it clear to pedestrians that they are free to leave if they desire. The citizens who had filed the class action suit against

the police department had contended that they were never made aware that they could simply refuse to answer an officer's questions and walk away. They had also argued that they were intimidated and harassed by such contacts.

In returning the case to District Judge Curran, the appeals court asked for a further determination of whether such circumstances as officer's demeanor, tone of voice or the time and place of questioning might turn "an otherwise inoffensive encounter" into an unconstitutional restraint of a pedestrian.

If Curran finds "a pervasive pattern of such unconstitutional conduct," the appellate judges said, he can then determine a remedy for the violations.

The appellate judges also suggested that the police department should re-examine its policy of keeping written records of all police/citizen contacts. Last May, the Washington Post had reported a review of department records that indicated that approximately 7,000 such encounters between police and pedestrians occur each year, with officers submitting index-card reports on each contact for police files.

Attorneys for the plaintiffs in the class action suit had maintained that "coercion" was a factor in "many if not most" of the police/citizen encounters. Nonetheless, the decision to send the case back to the lower court was received philosophically.

"They didn't throw us out of court," said Keith Watson, one of the plaintiffs'

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## A transfusion for policing's 'lifeblood'...

### Overhauling police records systems

By JOE A. ROBLES  
and WANDA BROWN

The City of Springfield, Mo., covers 67.4 square miles, has a population of 123,000, and includes five local colleges and universities and a variety of light and heavy industries. The maintenance of public safety and order is covered by an

ed in order to become more efficient and effective. As in many other departments, however, other priorities required that Central Records take a back seat to day-to-day operations. For the Springfield Police Department, with the advent of ICAP the records system was examined, suggestions were sought from the personnel who utilized and operated it, and changes were made — with many desirable benefits.

The staff at that time consisted of six people who were assigned to the Word Processing Center (WPC) and one person who was assigned to Records — this for a city that handles approximately 75,000 calls for service per year. The job of word processing personnel was to type and distribute reports, all of which at that time were typed and typed in narrative form, a very time-consuming process. Ideally, WPC personnel assisted in Records as time permitted. Unfortunately, however, with this system the person assigned to Records ended up helping word processing personnel in typing reports more often than the reverse. In fact, every typist in the department had to provide assistance to the Word Processing Center in order to have reports available for investigator's review. Even with this assistance it took as long as 10 hours to catch up with the previous 24 hours' reports.

The Crime Analysis Unit was one of the units which placed the greatest burden upon Records. Crime analysis personnel were always reviewing the records in order to identify career criminals, potential suspects, arrest reports, case dispositions and a variety of offense reports. The inability to provide timely reports obviously affected Crime Analysis and, by extension, the rest of the department. The records system for the Springfield PD at that time ran approximately four to five months behind and was sometimes as much as six months behind. This greatly limited the service to residents of the city and proved a significant handicap for divisions within the department. In short, this lack of confidence forced other units and sections to set up their own records systems, with the Criminal Investigations, Traffic, Crime Analysis and Juvenile units each creating their own extensive files.

The primary purpose of any Records Section is not only to serve as the official memory of the department, but also to insure that pertinent information is available and can be retrieved by members of the department to further pursue an investigation or to better serve the public. The simple fact was that the records system could not be improved without change. With that initial change

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## THE ICAP STORY

*Eighth article in a series.*

authorized police strength of 192 sworn and 44 civilian employees. When Springfield became part of the Integrated Criminal Apprehension Program in April 1977, the department's outlook on its existing management approach began to change. Part of that involved a detailed examination of the Central Records system, the lifeblood of any law enforcement organization.

Growing out of this review, Central Records has undergone dramatic changes in less than two years. Without the luxury of any computerization, the manual records system has been completely reorganized, and it has become a priority in the department's structure. Prior to ICAP, management was aware that records indexing and microfilming was behind, that the records staff was too small, and that some changes were need-

## In Memoriam

Shortly before this issue of Law Enforcement News went to press, word came in to the LEN offices that Ed Diamond, the paper's chief writer for the past year, had died suddenly and tragically at the age of 27 after a brief illness.

More than a talented and thoroughly professional journalist — which was always evident in the copy he produced for Law Enforcement News — Ed brought a fresh, inquisitive approach to the efforts of this newspaper, as well as a warm, witty and utterly down-to-earth personality that made him special to those who had the privilege to know him and work with him.

Ed Diamond will be sorely missed by the editors and staff of Law Enforcement News, and it is to his memory that this issue of the paper is fondly dedicated.



# ...NewsBriefs...NewsBriefs...NewsBriefs...

## Think metric: NJ cops seen moving toward 9mm sidearms

Several New Jersey police departments, in an effort to keep pace with the heavy artillery being used by many criminals, say they have begun replacing or supplementing the traditional .38-caliber revolver with the more powerful 9mm semi-automatic pistol.

The head of the New Jersey State Troopers Fraternal Association, Thomas Iskrzycki, told the Associated Press that more than 300 of his fellow troopers have ordered the 9mm Smith & Wesson Model 59 pistol, which they plan "to carry as off-duty weapons contrary to regulations."

Although nine local police departments have made a changeover to the 9mm sidearms, the transition is not without controversy. Col. Clinton Pagano, the superintendent of the state police, has refused to sanction the use of the 9mm pistols until the issue has been studied in greater depth. The superintendent

formed a special committee last January to study weaponry and tactics, including the possibility of adopting the 9mm handgun.

Pagano noted, however, that he was unaware of his troops carrying concealed weapons such as the 9mm, and that it was unlikely that 300 off-duty weapons could have been ordered without the manufacturer notifying him.

The president of the New Jersey Association of Chiefs of Police indicated that he was planning to poll his members at their next meeting to determine how many have made the changeover, or are considering it.

"Maybe a few departments are looking at a change," Glassboro Police Chief Philip Coppolino told AP, "but I don't think there's been a widespread change."

One advocate of the 9mm sidearm, Chief William Fisher of Edison, recently authorized his officers to carry the semi-automatic weapon, which they will be receiving by the end of this month.

"If the criminal is going to use the 9mm with 15 rounds, why shouldn't police have that advantage? It's going to be the universal weapon," Fisher said.

## Peking prods citizens into traffic safety with 60¢ fines

Traffic fines of 60 cents per violation may not sound like much of a "get-tough" campaign to Western ears, but they are an integral part of a nine-month-old effort by the Chinese government to restore order in Peking, the nation's hectic capital.

In addition, according to a recent report in the Miami Herald, city police have begun to carry nightsticks — and, in some instances, electric prods — to curb street crime and vandalism.

The rise in petty crime has been widely blamed on the *liu mong*, or hoodlums, the generally unemployed youths who wander the streets in search of mischief. The city's traffic problems, on the other hand, stem from a typically lackadaisical attitude toward traffic safety.

A new set of driving regulations has been promulgated with the type of fanfare previously reserved for political causes. Beginning this month, drivers will be fined the equivalent of 60 cents per violation for such infractions as eating, smoking or talking while operating a vehicle, or driving while drunk, tired or sick.

Bicyclists, who far outnumber motorists in the crowded capital, are required to keep at least one hand on the handlebars at all times, with only one rider permitted per bike.

And, for the first time, jaywalking has been banned, although the elderly — traditionally the subjects of veneration in Oriental society — have been exempted from the jaywalking rules. Persons over age 70 can continue to cross anywhere they wish, frustrating drivers and cyclists alike with their unpredictable moves and disregard for horns.

The campaign against street crime, which has incorporated harsh sentences for repeat offenders and, in some instances, the death penalty, represents a marked departure from previous practices, which had vested a substantial amount of responsibility for controlling disorder in neighborhood committees.

The committees still recruit local citizens for nighttime patrol duties, with members checking the city's streets and alleys armed only with large metal flashlights. Peking police, however, have taken to the streets with their

nightsticks and electric prods, which, according to some residents, are used to shock unruly citizens into submission.

## UN panel urges steps to limit impact of narcotics deluge

The world's problems with illegal narcotics are "more complex and serious" than ever, according to a special panel of the United Nations that has put together a 10-point program to reduce drug trafficking and abuse.

Among the proposals announced by the U.N. Narcotics Commission after a meeting in Vienna last month were:

- ¶ A call for the declaration of an international year against drug abuse;

- ¶ The organizing of drug-law training in Latin American and the Caribbean;

- ¶ Closer monitoring of international trade in man-made drugs;

- ¶ Implementation of steps to balance the worldwide market for legal opiates.

The need for the final measure was made evident in a report discussed by the 30-member commission. The study found that in 1980 production and stocks of medical opiates outstripped demand by more than 200 percent.

There was worse news yet, however. The report pointed to a bumper poppy crop in Southeast Asia, noting that the 600 metric tons of opium produced from the poppies would add to the flow of heroin from the Middle East.

"After two bad crops, this year — unfortunately — the weather was good," the study noted. "There will be three times as much illegal opium from Asia as two years ago."

The report went on to state that abuse of man-made drugs is also on the upswing, reaching epidemic proportions in several U.S. cities. Over 230 illegal drug labs were discovered in the U.S. in 1980, while Western European laboratories cranked out 100 tons of illicit methaqualone for American consumption.

A commission spokesman painted an even gloomier picture. "Abuse is spreading like wildfire," he declared.

"The future looks grim if public opinion and resources are not mobilized immediately. When governments cut drug-control funds, they should consider the staggering costs of drug abuse in terms of lowered human potential, escalating crime and diminished economic growth."

## New bill goes after criminals who play it close to the vest

Outraged by recent reports of armed criminals wearing bulletproof vests, Representative Mario Biaggi (D-N.Y.) has proposed legislation that would impose tough Federal penalties on any offender caught wearing the soft body armor during the commission of a crime.

Biaggi, a former New York City police officer, said that the bill, H.R. 5559, would mandate penalties of one to ten years for a first offense and two to twenty-five years for subsequent offenses, in addition to any sentence imposed for the original crime.

The Congressman noted the arrest last month of a reputed organized crime hitman, who was wearing a bulletproof vest and was armed with a .38 caliber revolver and an M-16 automatic rifle when captured by FBI agents in Rochester, N.Y. The fugitive, Joseph Sullivan, was a suspect in at least seven murders, three assaults and a number of bank robberies. In 1971, he carved a dubious niche in history for himself when he became the only man ever to escape from New York's maximum-security Attica Prison.

"I am outraged that a career criminal like Joseph (Mad Dog) Sullivan might have been aided in his reign of terror by the added security a bulletproof vest provides," Biaggi said. "Criminals have long acted with virtual impunity. We should be fighting their efforts, not assisting them."

It has also been reported that at least one of the suspects in last year's Brink's robbery in Nyack, N.Y., which led to the deaths of two police officers, was wearing a protective vest. The vest is said to have stopped a police bullet, which enabled the individual to return fire on the officers.

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## Cocaine enforcement hit on research, diplomatic fronts

Narcotics squads may do well to ease their crackdown on cocaine and reintensify their efforts to curb harder drugs since most recreational coke sniffers take such small dosages that they cannot distinguish the difference in the effects between cocaine and other powdered substances.

That advice is the implicit message of a report released this month by a research team from the Yale University School of Medicine. The researchers, Drs. Craig Van Dyke and Robert Byck, worked for six years with both animal and human subjects and found that the "recreational" snorting of cocaine is no more habit-forming or health-threatening than are small quantities of tobacco or alcohol.

"The pattern of (cocaine sniffing) behavior is comparable to that experienced by many people with peanuts or potato chips," the doctors wrote in the March edition of *Scientific American*. "It may interfere with other activities of the individual, but it may be a source of enjoyment as well."

### Nobody's Nose Knows

Concerning the drug's impact on recreational snorters, Van Dyke and Byck said most of their subjects could not tell the difference between cocaine and several commercial drugs such as lidocaine and procaine. Some couldn't differentiate between the narcotic and placebos such as powdered sugar and talc.

"Our subjects, all experienced cocaine users, could not distinguish a single dose of cocaine taken intranasally from the same quantity of the synthetic anesthetic lidocaine," the report said. "Such results are the first steps toward distinguishing the almost overwhelming mythology that surrounds cocaine from reliable information about its effects."

With that in mind, the Yale researchers offered this suggestion: "A considerable bureaucratic constituency depends for its existence on the public belief that cocaine is unequivocally pernicious. It is

not clear whether the potential for the abuse of cocaine justifies the intensity of such efforts."

### 'Enslaving' Effect of Heavy Use

But the two doctors stopped short of giving coke a completely clean bill of health, noting that heavy use of the drug, via smoking or injection, can be so harmful that cocaine becomes "enslaving."

"When a drug like this is overused, it can be intensely destructive in the sense that a user's life structure may change," Byck told the *Washington Post*. "When cocaine is taken regularly, it can cause sleeplessness, loss of appetite, hallucinations and paranoia."

### Bucks in Bolivia

Certain residents of Bolivia are not losing any sleep over what cocaine is doing to them, however. A recent *Washington Post* report noted that the country's cocaine trade with the United States has converted what was once a locally consumed agricultural commodity into the dominant force in the Bolivian economy.

Those who benefit most from the coke boom belong to a network of traders who are ferrying in the bucks and ferrying out the drug with their fleets of twin-engine aircraft, airstrips and factories located in Bolivia's remote northern jungles.

But the trickle-down theory of narcotic economics also comes into play in Bolivia. More than 25,000 farmers are growing the coca plant, producing more than 80,000 tons this year, for a 100 percent increase since 1977, according to U.S. and Bolivian government estimates. Bolivian officials noted that a 2.5 acre crop of coca is worth around \$5,000, compared to the \$500 that a similar plot of coffee plants would bring in.

Bolivia had established a program to persuade coca growers to alter their planting patterns in favor of more conventional cash crops, but when U.S. funding of the project was cut 18 months ago, the effort was back-burnered.

One Bolivian narcotics analyst in-

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The rasp of 3.5 million files:

## Interpol eyes computers

Officials at Interpol, the International Criminal Police Organization, are hoping that the French will soon toast a plan that would allow computerization of the organization's collection of crime data.

Interpol has acknowledged that it is in dire need of converting its treasure trove of 3.5 million files, fingerprints and photographs into easily retrievable electronic blips, but there's a hitch. French law requires any organization that maintains computerized files on individuals to make the data public — a definite drawback when your files consist of such sensitive information as details of offenses, places where they were committed, *modus operandi*, and related documents.

What's more, France's National Committee on Information and Freedom has the right to inspect the files for the purpose of correcting them or ordering them destroyed.

Faced with those restrictions, executives at Interpol's general secretariat, which is headquartered in Saint-Cloud, France, have asked the French government for immunity from the nation's privacy laws. The group's secretary general, Andre Bossard, thinks he has a bargaining wedge because similar exemptions have been granted to the United Nations Educational, Scientific and Cultural Organization and the Organization for Economic Cooperation and Development.

"We are now negotiating with France to renew the headquarters agreement, which will give us the privilege of immunity similar to that given other international organizations," Bossard told an Associated Press reporter. "The problem is delicate. It is at the center of our talks with the French Government."

Would Interpol consider packing up its millions of bits and pieces of data and go elsewhere? It "is always a possibility," says Bossard, but he adds that the negotiations are going well at this point.

What makes the bargaining complex is

an article in Interpol's constitution which states that data received from any one of its 133 member countries are the property of that country. But when the information is made available for use by other police agencies, it cannot be subjected to the regulations of one country.

Bossard explained: "It is perfectly legitimate that the French authorities are able to rule on French information, but I cannot communicate to French authorities information coming from the United States and vice versa."

Just what does Interpol's data mean to the United States, and vice versa? Plenty, according to Walter Leamy, an official with the U.S. Drug Enforcement Administration who runs Interpol's anti-drug section. Leamy said 40 percent of all of the international agency's message traffic concerns narcotics.

"We're in trouble," he declared. "The drug market is very good. The demand is very high. The sources for almost every drug have increased. The areas where opium is illicitly grown and where it is converted have increased."

Leamy and his staff apparently have their hands full in handling the rush of data without the services of an electronic system. "When a message comes in, an officer immediately researches the information, and if we have further information, we will send it out," he noted. "If we can link that case to another case internationally, we will so advise. We are doing all of this manually for the moment."

Leamy's "moment" may extend until the end of this year at best, since that is when Bossard expects the negotiations with the French to be completed. In the mean time, a computer start-up plan, which was instituted by the agency late last year, has been put on ice.

The computer initiative involved Interpol's anti-counterfeiting section, which rented some computer time late last year to punch in data on various types of fake currency, methods of production, seizures of counterfeit money and details on cases. That is all perfectly legal under France's privacy law, as long as the computer does not name names.

To bypass the restriction, the computer contains the file number of individual counterfeiting suspects, which must be cross-referenced manually with hard files to obtain information on the criminals' identities.

If the system sounds half-baked, that's because it is. Juan Luis Garcia-Llovera, who heads the anti-counterfeiting section, explained that while partial computerization helps, only when all Interpol data is stored in a central electronic system will the agency live up to its full potential.

Interpol's potential, meanwhile, continues to expand. Over the last decade, the organization has increased its membership roster from 107 to 133 nations, its workload from 10,875 to 44,773 cases, and its payroll from 111 to 210 employees.

Working with a budget of \$8.2 million, Interpol handled over 450,000 messages last year. But the service's communications center is another weak link in its informational chain that could be bolstered with computerized equipment. Only 60 member nations are tied in to the agency's own telecommunications network, and about half of those use Morse code to send and receive dispatches.

"I will only be happy when all of the countries are in the network," Bossard said. "But it is a problem that depends on national authorities."

## Pink slips going out of fashion?

## Boston beefs up to boost arrest totals

Boston's police manpower pendulum swung upward earlier this month, as the city's force rehired 40 of the 147 officers who had been laid off since last year. But the chairman of the local patrolmen's union indicated that the pendulum is hitting the public where it hurts and severely criticized a department revamp tied to the rehiring, noting that "people are being beaten into a false sense of security."

The dispute centers on a five-point redeployment agenda, announced by Police Commissioner Joseph Jordan at a press briefing on March 3, a day before the rehired officers were scheduled to hit the streets.

Describing the plan as "an aggressive, proactive style of policing," Jordan ordered:

¶ Additional patrols in six of Boston's neighborhood business centers;

¶ Dressing more officers in plainclothes and assigning them to street-crime units;

¶ Adding 15 detectives, most of whom would work in narcotics and burglary squads;

¶ Implementation of a new crime reporting system designed to free up manpower by allowing officers to obtain data

on "routine" crimes via telephone;

¶ A crackdown on traffic offenses aimed at drunk drivers and speeders.

In an interview with the *Boston Globe*, Jordan noted that the anticrime package is tailored to meet citizen demands "for more arrests and a lower level of crime."

The public's concern reflects police figures that show a four percent rise in street crime and a slightly higher jump in burglaries since the police layoffs began last July.

Jordan's crime antidote might turn out to be police poison, however. Contract negotiations between the city and the Boston Police Patrolmen's Association were scheduled to begin on March 12, and BPPA head Chester Broderick appears ready to use Jordan's mini-revamp as a maxi bargaining point.

"They're not being honest with the public," Broderick told the *Globe*. "If people think (the new policy and added patrolmen) are going to get them better 911 response, they're wrong. Visibility does not make more arrests; more police do."

Broderick challenged the implication that Boston had more police patrolling its streets on March 4 than it did in the

past three months, contending that the impact of 40 returning cops is nullified by the retirement of 53 others since the beginning of the year. "And there are 40 more going through the retirement board now," he added.

Whether the issue is retire or rehire, Jordan has pledged that "no matter what happens, we will not lay off any more police officers." But the commissioner may have more than a little trouble in obtaining funds to rehire the 107 officers who are still cooling their heels following layoffs. That proposal has been a political football for the past several months among the City Council, the State Legislature and Boston Mayor Kevin H. White.

What's more, some observers are already sniping at Jordan's anticrime plan, arguing that the "visibility" strategy is a smoke screen designed to mask the city's crime problems.

Commenting on Jordan's dilemma, one police insider said: "Cracking down on drunken drivers is good, but that doesn't really do anything about street crime, does it? But that's what Jordan has to do because it increases visibility with fewer men and it gives him a chance to show the public he's doing something."



# People & Places

## NY lawman heads west — to respect

After 20 years with a 21-man police force in the New York area, James Zarifis no longer needs to sympathize with comedian Rodney Dangerfield. Now a one-man department in Marblehead, Ohio, Zarifis finds the biggest difference between the two departments is respect: Marblehead has it, New York didn't.

"I respect the people in this village, and they respect me," Zarifis told the Cleveland Plain Dealer. "That's the one thing that was missing in New York. There was no respect for parents. There was no respect for school, and there was no respect for the law."

Zarifis headed west for the shores of Lake Erie last summer, after he retired at the age of 43. When the opportunity

came to take over policing responsibilities in Marblehead, Zarifis didn't have to think twice.

"Did you ever get to the point in your life when you started saying to yourself, 'It sure would be nice to start all over?' We did. We really did," he noted.

With the whole town aware that there's only a one-man force on hand, the chief says he quickly came up with the key to success. "My routine is that I don't have a routine. That's the only way you can run a one-man department. They never know when I'm out there. I do things like hide the police car when I'm off duty. Otherwise, they'd just see I'm not on duty and say, 'Hey, let's do something.'"

## Thorny equation: 3 minus 1 equals trouble

Town Marshal Donald R. Rutherford, of Thorntown, Ind., has his hands full. For openers, a budget squeeze has cut \$28,000 from his departmental budget, forcing Rutherford to lay off one of his officers, leaving just himself and one other cop. To make matters worse, the cuts have also precluded repair or replacement of the town's two aging patrol cars.

As if these problems weren't enough, the Indianapolis Star reports that Rutherford must also confront a puzzling string of bold purse-snatchings from houses in Thorntown. As Rutherford capitalized the situation, "We're in tough shape."

Although the town has asked the state for permission to raise local taxes, such a

move is expected to take some time, leaving Marshal Rutherford to cope the best he can.

The problems with the town's police cars and the layoff of one of its officers have forced a drastic reduction in patrolling. The department, which once averaged 50 miles per shift, has now cut back to 20 miles per shift.

"And now," Rutherford said, "we've only got two people. I've been working extra hours, but it still isn't enough to cover all of the shifts. There are some times where the town is just unprotected."

With all of his problems, Rutherford hasn't given up hope of catching up with the town's elusive and persistent purse-snatcher. "With the shape our cars are in, we might be on foot soon, but we'll get him anyway," the marshal said.

## On the merits

Police officer Andrew J. Woods Jr., who last May risked his life to foil an attempted hold-up at a Danbury, Conn. restaurant, has added a fourth award to the list of honors he has compiled as a result of the incident.

The 31-year-old cop recently received a merit award from the Police Commissioners Association of Connecticut, a nonprofit group made up of 200 present and former police commissioners from towns and cities throughout the state.

Frank Zenobi, a former police commissioner of New Britain and the current president of the association, said the organization presents awards from time to time to municipal police officers for "outstanding performances."

"Our objective is to elevate the status of local police departments by recognizing deserving police officers' devotion to duty," Zenobi noted.

Officer Woods previously received the medal of valor from Danbury Mayor James Dyer, as well as the Silver Star for Bravery from the American Law Enforcement Officers Association. Last November, he was selected as "policeman of the year" by the Western Connecticut Chapter of the International Management Council.

## Courtesy pays off

Some officers may see law enforcement as a thankless job, but it wasn't that way recently for Tom Wilson, an investigator for the Harris County, Tex., district attorney's office.

Along with colleagues Larry Ramsay and Tom Frazier, Wilson had arrested a 41-year-old truck driver for writing bad checks. After the driver was released, the investigators were rather surprised to find a thank-you note in the mail.

"Just a note to say thank you for the courteous way you conducted my arrest — you made a difficult and embarrassing situation much easier," the trucker wrote.

Wilson mused, "He was just a nice guy who made one mistake."

## Sound off — about you

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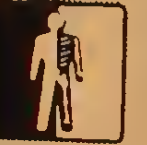


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# ≡ SUPREME COURT BRIEFS ≡

By AVERY ELT OKIN



While there are those who continue to criticize the Chief Justice's social policy objectives, even the harshest critics readily admit that Chief Justice Burger is acutely tuned to the technological advances, brought on by the computer age, which aid in the administration of justice.

Several years ago, in his State of the Judiciary message, Chief Justice Burger proposed the experimental use of computers to manage Federal trial court dockets. A pilot project followed shortly thereafter, and was so successful that state and municipal court systems are following the trend.

Just last year, again following an experimental phase-in program, each Supreme Court Justice's office was equipped with electronic text-editing machines that provide a direct link between the Justices and the Supreme Court printing shop.

Last month, in a sensitive gesture, the Supreme Court Justices granted permission to a deaf attorney to use a newly developed computerized transcribing machine during oral argument scheduled for later this term. It marks the first time that the Court has granted permission for an electronic device to be used during oral argument.

According to the National Law Journal, the device translates a stenotypist's notes of the proceedings into words on a screen almost immediately. The device was recently developed by Gallaudet College, a school for the deaf.

Utilizing the new device on behalf of a deaf school-age client will be Michael A. Chatoff, a Brooklyn Law School graduate who became deaf while attending law school following the removal of his auditory nerves because of a tumor.

The permission to install the translating device, Mr. Chatoff commented, demonstrates the Supreme Court's "willingness to accommodate the special needs of those who practice before

it."

Undoubtedly, when Mr. Chatoff stands before the Court later this year for oral argument, he will "hear" the Supreme Court Justices more clearly than they recently heard the plaint of a convicted defendant whose accomplice was acquitted. An analysis of that decision follows.

## Inconsistent Verdicts

In an unsigned opinion, the Supreme Court announced that even in light of facially inconsistent verdicts, "there is no Federal requirement that a state trial judge explain his reasons for acquitting a defendant in a state criminal trial."

The present decision arose out of an incident occurring early on March 26, 1973. On that morning, Jose Rivera, his wife Cynthia Humdy, and Earl Robinson entered the apartment of one Milagos Torres. Shortly after the trio entered the apartment, a neighbor called the police. When the police arrived, they arrested Cynthia Humdy on the fire escape after they found \$540 in cash in her possession. The police entered the Torres apartment and found the place in a shambles, whereupon they arrested Rivera and Robinson.

Each of the arrestees was indicted on five separate counts — robbery in the first degree, robbery in the second degree, possession of a dangerous weapon, grand larceny in the third degree and burglary in the second degree — all arising out of the one incident. They were tried jointly in the Supreme Court of New York, that state's trial court for felonies, before a jury and with a Justice of that court presiding. (Due to the backlog of cases in New York City, judges of the New York City court system occasionally sit by designation in the New York Supreme Court. That was not the case in this instance.)

The principal government witness was Milagos Torres, whose apartment had been burglarized. The sole defense witness for all three co-defendants was Earl Robinson, one of the accused. At the conclusion of the trial, the justice acquitted Robinson on all the counts in the indictment. Rivera and his wife were found guilty of robbery in the second degree,

grand larceny in the third degree and burglary in the third degree. The state's Appellate Division affirmed the convictions of the husband and wife team.

In 1978 Rivera made application to the United States District Court for the Southern District of New York to challenge the constitutionality of his conviction. The District Court denied the request.

An appeal from that denial was taken to the Court of Appeals for the Second Circuit. Finding an apparent inconsistency in the verdicts between the co-defendants, that court held that "the New York trial judge had committed constitutional error because he had not explained that apparent inconsistency on the record." In an unprecedented act, the Second Circuit ordered the State of New York either to grant Rivera a new trial "or to demonstrate by appropriate findings that there is a rational basis for the facially inconsistent verdicts." The State of New York was given 90 days to comply with the court order.

Acting summarily, without hearing oral argument or receiving briefs on the issue, the Supreme Court reversed the decision of the Court of Appeals for the Second Circuit. In the unsigned opinion, which bore scolding overtones, the Supreme Court noted that the appellate court "erred when it directed the state trial judge to provide an explanation of the apparent inconsistency in its acquittal of Robinson and its conviction of ... [Rivera] without first determining whether an inexplicably inconsistent verdict would be unconstitutional." The opinion noted that Federal judges have no general supervisory power over state trial judges, and that Federal judges thus "may not require the observance of any special procedures except when necessary to comply with the dictates of the Federal Constitution."

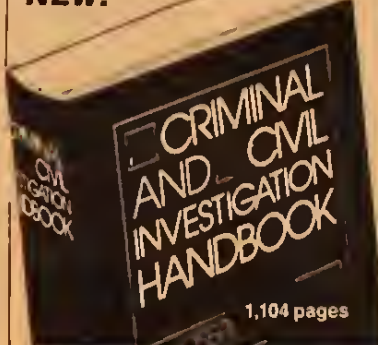
Citing the case of *United States v. Dotterweich*, 320 U.S. 270, the Supreme Court noted that inconsistency in a verdict is not a sufficient reason to set it aside where co-defendants in a joint trial received inconsistent verdicts.

In an almost sarcastic conclusion, the

Court noted that even if the acquittal of one of the defendants in this case was "logically inconsistent with the conviction of" Rivera, he "has no constitutional ground to complain that Robinson was acquitted," since he was found guilty beyond a reasonable doubt after a fair trial.

Dissenting on procedural grounds was Justice Marshall, who wrote separately to highlight his "disapproval of what I perceive to be a growing and inexplicable readiness on the part of this Court to 'dispose of' cases summarily." Cautioning his fellow Justices, Justice Marshall asserted his belief that the Supreme Court "should reserve its final imprimatur for those cases to which we give plenary review, after full briefing and argument." (*Harris v. Rivera*, No. 81-17, decision announced December 14, 1981.)

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These crooks are made for walking...

## Extradition fund cut is no IDLE threat

To extradite or not to extradite? That was the question facing the Illinois Department of Law Enforcement last year when it reviewed its policy of paying for the recovery of all criminal fugitives captured outside the state.

After checking its diminished coffers, the agency answered with a qualified "no," decreeing that as of March 1, 1981, the department would extradite only Class-X offenders. Local enforcement agencies would have to pick up the travel tabs of lesser criminals, officials said.

A year has come and gone since the policy went into effect, and the local agencies have discovered that more criminals, many wanted for violent crimes, have gone than come as a result of the change.

According to the Chicago Sun-Times, Cook County was particularly hard hit by the state agency's escape clause. Records show that in a seven-month period since the ruling, at least 95 fugitives from the county's justice agencies who were found outside the state were not returned and

tried.

"They beat the system," said one state official. However, several county officials believe that the system beat itself, complaining that the change in the extradition policy went into effect without enough advance warning to allow the counties to budget for the new expense.

The state agency, known by its acronym IDLE, is now picking up the extradition

costs only for cases involving murder, attempted murder, narcotics possession, armed violence, aggravated kidnapping, rape, deviate sexual assault, heinous battery, home invasion, armed robbery, aggravated arson, treason and delivery of a controlled substance. Not included in IDLE's baker's dozen are such crimes as aggravated battery, theft, burglary, arson or reckless homicide.

## Senate to consider DWI curbs

Continued from Page 1

breath test, his license can be revoked for 180 days.

For his part, Danforth agrees that dealing with DWI's is essentially a state responsibility, noting that his bill would actually encourage the states to keep drunks from getting behind the wheel. Under his proposal, states would be offered incentives, in the form of NHTSA

safety grants, to beef up their vigilance.

Another aspect of the Danforth bill would computerize the national list of convicted DWI's so that states could use the system to deny licenses to drivers who have lost their road privileges in other states due to drunk driving. Further, the proposed legislation would not allow DWI's facing civil damages to escape their responsibility by declaring Federal bankruptcy.



## Computer crime: the illicit career of the future?

By JAY BECKER

In a nutshell, there are several good reasons why you might consider a career in computer crime. First of all, no one will ever know if you commit one. Second, no one will ever tell if you do. Third, no one will ever punish you. Fourth, you really don't have to know an awful lot about computers to commit this crime. Fifth, the opportunities for advancement are phenomenal. And, finally, there's no time like the present.

It doesn't take an awful lot of imagination to envision the growth of computer crime. Everywhere, computer use is increasing. With personal computing becoming more and more accessible, one can only assume that the number of computer users and uses is likely to grow, with even greater speed in the next decade than it has in the last.

Against this background, I want to consider the appeal of computer crime to the would-be criminal. My purpose is not foster this crime, but to alert its potential victims. And if you're a businessman or woman, if you invest in any business, if you buy the products or services of any business, or if you pay taxes, victim means you.

### No One Will Ever Know

The statistic that computer crime experts are wont to throw around is that one percent of all the computer crimes ever committed are detected. (You might

wonder, if you're of a logical bent, how you calculate a percentage of a number you don't know. That's a really heavy logical problem.) But victimization studies in related areas, and fairly wide guestimates, have been used to at least give us a starting point for discussion. Now, why is that so? There are technical reasons. Consider the setting. A computer may well process 1,000,000 orders or disburse hundreds of thousands of checks each year. The programming may run into hundreds and thousands of instructions and computer operations. It's hard to find a little part of the program that has been insinuated into a system to help commit a crime. A programmer may even instruct the computer to erase the larcenous instruction after the crime has been committed. These technical problems are just the beginning. The main reasons that computer crime is not detected are either economic or psychological. People setting up computer systems often have not spent the money necessary to prevent or detect computer crimes. The software and the hardware are such that just about any crime that you can imagine, someone else can imagine an expensive computer system to prevent or detect it. So any system that is victimized is not victimized except because the money was not spent to prevent that sort of victimization.

Now, why is the money not spent? Part of the reason is lack of foresight. Many people who buy computer systems don't give much thought to some criminal ripping the system off ten years down the line. They are usually very concerned

with improving over a manual operation or a smaller computer system, because their present system is not adequate to meet pressing needs like getting the damn paychecks out on time, like getting the inventory up to date. All too often the last thing a business wants to worry about is some hypothetical problem from some undiscovered criminal somewhere in the distant future. That's bad enough.

But there's also the psychology of computers which fascinates me. Call it the computer mystique. A Deputy U.S. Attorney General made a very cogent observation about the psychological effect of computers. He said, "Consider the

and something bounces off and ah hah, the crime is solved. For instance, one fellow had a fairly sophisticated, round-down system going. If there's a little fraction of a cent in your bank account, usually it's fairly distributed over all the accounts. Instead, the criminal set up a system where all these little fractions would be credited to his account and over the course of time he was able to get fairly rich. He named his account Zwana and it was last in a series of customer accounts. One day the company's PR section said, "Let's celebrate something or other and thank the first and the last person in our account system." So they looked up Mr.

**'Many people who buy computer systems don't give much thought to some criminal ripping the system off [in] ten years.'**

businessman who would never leave his checkbook lying on top of his desk, who requires a double signature on each corporate check, who would never discharge a sensitive employee without changing the lock on the door and the combination on the office safe, and who would be aghast if his banker informed him that, as an economy measure, he was no longer returning cancelled checks. This same businessman will purchase a multi-million dollar computer system from an energetic salesman without provisions for an audit as basic as a cancelled check. He will place this computer terminal on top of his desk, unattended, and will use a programmer to design his entire system, and will discharge this programmer without making the most rudimentary changes in his computer's security system.

Law and ethics present additional problems which keep the detection of computer crime from being as great as it might be. Donn Parker, who's probably the expert in computer crime, has done some research and given out some questionnaires asking people about their point of view about the ethics involved in different computing situations. Consider trying to break into a system to use it for your own benefit, or trying to use a program that someone else developed. Parker asked different people whether those acts were criminal, whether they were unethical, and whether they were things that the people who were answering the surveys had themselves done. And he took these surveys in the computer industry, in the EDP auditing industry, and on the management level of the corporate structure, and he found enormous variation in people's opinions as to what was criminal and what was wrong and what was something that was perfectly proper for them to do.

The last point which supports the estimate of one percent for detection is the ways in which computer crimes were detected. Most of them read like Alan Arkin or Peter Sellers mysteries where, you know, the detective just kind of trips and hits his head on something or other

Attlebury and sent him a letter saying, "We want to congratulate you on being our first account." And then they tried to find Mr. Zwana and the criminal's days were numbered and he ultimately got caught. But, you can't rely on too many PR agents if you're trying to set up a security system. Since we don't find people through computer-generated diagnostics when they try to commit crimes, as often as we'd like, but through happenstances, we infer that not many of them are really caught.

### No One Will Tell

You've committed the crime and lo and behold, it's been detected. We estimate that no more than 15 percent of the people detected are ever reported to the police. What's that? Three out of 20. Now why, you would want to ask, I hope, don't the other 17 out of 20 get reported? Part of the reason is more mythology. People who have a stake in the computer myth are loathe to facilitate its being dissolved. If you have a bank and you've advertised "Our computer will safeguard your money; our computer never makes mistakes," the worst thing in the world for you is if hundreds of people start thinking, "Hey, computers get ripped off all the time. I don't want my money guarded by a computer. Maybe these computers aren't as special as all the advertisements and news articles and special features have told us over the last two decades."

The average loss in a computer crime case is about \$450,000; those 85 percent who aren't reporting cases are absorbing enormous losses. As I said earlier, they're not really absorbing the losses. Ultimately, we are. And when losses like that, whether they're related to the computer or not, are not made public because people think the PR is really bad, well, then we suffer. The danger is real. A fellow got caught committing a crime and his employers threatened to fire him. He turned the tables on them. "Who do you think you are, threatening me? I'm gonna threaten you. If you fire me and don't give me an excellent recommendation," he said, "(so I can get a better computer job), I'm gonna let the world know what a lousy system you have. Just think what that's gonna do to your PR and what that's gonna do to your stockholders." And the company buckled under. They said "okay" and they wrote him a letter saying, "This is a wonderful employee. He's trustworthy, loyal, helpful, friendly" blah, blah, and he got another job in another computer com-

Continued on Page 12

## CRIMINAL JUSTICE EDUCATION

### The End of the Beginning

by

Richard Pearson, Theodore K. Moran, James C. Berger,  
Kenneth C. Laudon, Janice R. McKenzie, Thomas J. Bonita III

*Criminal Justice Education: The End of the Beginning* is the result of a five-year study of criminal justice education in American colleges and universities. The authors — a faculty planning group at the John Jay College of Criminal Justice — based their findings and conclusions upon 250 questionnaire surveys among respondents in 37 states at 146 institutions, campus visits for interviews at 14 universities, and a content analysis of college catalogs. In addition, an advisory committee appointed by the Academy of Criminal Justice Sciences contributed guidance and suggestions on methodology and, based on a second questionnaire, confirmed and extended the findings of the authors.

The study examines a sector of postsecondary education that grew intensively during the late 1960's and 1970's when other sectors faced dwindling enrollments, limited budgets and marginal growth. During two decades, the authors found, an early emphasis on vocationalism in criminal justice education was replaced by academic programs developed in the humanities, the social and behavioral sciences, and professional subjects. They examine a professoriate that strongly emphasized practical experience but later developed traditional academic credentials. They describe new and distinctive ways that were developed to teach non-traditional students, including mid-career police officers and other criminal justice practitioners.

The authors conclude that criminal justice education has, during only two decades, become an established, vital part of the educational curricula in American colleges and universities. They also attempt to define some of the current and future problems for educators, including the need for scholarship and research, the tension between general liberal arts studies and professional studies in law enforcement and criminal justice, vague educational objectives which need clarification, and the quality of criminal justice education.

*Criminal Justice Education* will be of interest to criminal justice educators at college and universities and to law enforcement executives and practitioners who are concerned with the development of their field. For educators generally, this book provides evidence that postsecondary education has not lost its capacity for innovation and growth.

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## Case-oriented records a boon to police operations

Continued from Page 1

there is a certain period of confusion that can be expected, although the potential benefits from improving an antiquated system, in terms of costs, efficiency, and employee morale, were prime considerations.

Upgrading Central Records is by no means a simple matter; any modification of each process affects some other unit in the organization. These must all be examined, and to this end, an ICAP task force was created to identify the problems in Central Records.

The first step in changing the manual records system was to implement handwritten offense reports. The ICAP task force developed, field tested and received approval for their implementation. The handwritten offense report is required on all Part I and Part II offenses, but dictation is allowed on all non-criminal offenses. The structured form has many advantages, including insuring that the required data concerning each event is recorded and that police reports are promptly available for supervisory review, further processing and routing. Handwritten reports make it easier for Records personnel, as well as sworn personnel, to obtain the needed information such as the names of suspects and witnesses involved, the type of incident, etc. There was also a substantial reduction in the time spent in actually typing the report. The number of reports typed by WPC personnel was reduced by 60 percent, thus allowing more time to be spent in Central Records.

The directive to eliminate the great majority of dictated reports did not go without opposition from various members of the department. Time was taken to explain the reasons why dictation was being eliminated and how that move would help the department. Yet obviously not everybody was satisfied. With a system that was implemented in 1973, a great many Springfield police officers had never experienced any other method of making reports except through dictation. Nonetheless, many officers felt that the change could be tolerated if it meant Central Records would be updated. Again, officers are still able to dictate reports from the field, although they are restricted to non-criminal incidents. Of course, there are exceptions to every rule, and officers are allowed to dictate reports on Part I and Part II offenses if they involve a series of complex events.

A Supplementary Report form was also designed by the ICAP task force to

record additional or follow-up information from investigators. This also helped reduce the workload in WPC. The form allowed the investigator or patrol officer to write up the status of a follow-up investigation for a supervisor to review. Prior to the implementation of this form, the status of follow-up investigation was passed on verbally. Case reports needed for the prosecutor would still be dictated and processed by WPC. These forms are now attached to the original offense report in the file system. Anyone wishing to check on an investigation can now do so without much effort, inasmuch as everything relating to a particular case is in one folder.

While changing to handwritten reports did liberate a certain amount of time for word processing personnel to assist in Records, there were still some drastic changes needed in the records procedure of indexing and filing.

The old system of indexing reports involved a search of the files for an existing card on the person or firm involved. If a card was found the information regarding the new incident was entered, and the card was re-filed. If no card was found, a new one was made and filed. The main disadvantage to the dossier system was the fact that only one person could be working in the files at a time. In order to index one day's incident reports, the Records personnel had to look up the cards, make the entry on them or make a new card, re-file the cards, and file the information in the subject's file jacket.

In August 1979, the Springfield PD went to a single-entry filing system. This was believed to be the most efficient means of retrieving records when needed. Incidents are now numbered by the dispatcher at the time the call is dispatched, beginning on January 1 with complaint #81-00001. Incidents are filed numerically for the year, thus eliminating the step of filing the information in a subject's file jacket. A separate index card is prepared and filed for each event, and cards are filed alphabetically in the Master Name Index. This enables more than one person to be working on the records at a time. In order to update the records system, employees were borrowed for a time from other divisions within the department for one day per week to work on indexing reports. Under this system any number of people can be indexing a day's reports at any one time. Each person would take one day's reports, make the single-entry file cards, and they were then ready to be filed in the Master Name Index. The actual paper reports are kept on file in numerical order for one year. At the end of the year they are microfilmed in that same order; file reports can then be destroyed.

In short, the new records is basically a case-oriented system as opposed to a person-oriented system. After each case or incident is assigned a number (at the time it is dispatched), that number is used by Records to index the report for file, and it is also used by other divisions within the department as a reference. In this manner, entry into the records system, as well as the extraction of data relating to a particular incident, is expedited through the use of a single assigned incident number.

The exception to this is criminal history information. The need to examine the total local criminal history on an individual with a minimum amount of effort made it necessary to file all arrest reports and connected reports relating to an individual in a single package or



Two of the units used by the Springfield PD for records storage and easy retrieval. The Kardex tub file (top) contains index cards and mug shots, while the smaller tub file below it is designed exclusively for microfiche records.

folder. At the time a subject is arrested by the department for the first time, he or she is assigned a Springfield Police Department file number. Any subsequent arrests are indexed on the criminal history card (which is of a different color than the victim cards in the Master Name Index). The actual report is filed in numerical order along with other reports for the year, but it is also microfilmed and placed in that individual's file jacket.

Another area that needed attention was the release of records. At the time the ICAP task force began looking at the records system, there was no written procedure for records personnel to follow. All too often, records were released or not released because they had "always been done that way." A Standard Operating Procedure was issued to make all personnel aware of the regulations governing privacy and the security of criminal history information. The SOP deals with all aspects of records management, including news media access, record dissemination, review and challenge, closed and open records, penalties for unauthorized disclosure and detention and communications logs. The new criminal history SOP has been a great boon to records personnel. When there is a question about the release of records, a quick check of the Standard Operating Procedure provides records personnel with the information they need to know. The possibility of those records being released that shouldn't be has been eliminated, and records personnel in general feel more comfortable about releasing records because they know the laws have been thoroughly researched. And further helping matters is the fact that supervisors do not have to be con-

tacted every time someone has a question about releasing records.

As part of the reorganization, Police Chief Troy Majors in July 1981 created the position of Records Supervisor. Under the previous police administration, the supervisor of records was the police chief's secretary. Needless to say, it was very difficult for the chief's secretary to supervise the day-to-day operation or make any long-range plans concerning records.

With a supervisor now located in Central Records to provide assistance and guidance to the employees, a better coordinated effort is provided. Employees can go to one person immediately and receive an answer. And as problems concerning Central Records pop up, they are immediately identified and are resolved as quickly as possible.

The changes begun by ICAP have not only made the Springfield Police Department's records system more efficient, they have also made Central Records a better place to work. The jobs in the Records Section and Word Processing Section are now shared by all employees, with an equal amount of time spent working in each section. Morale is better simply because we are now able to retrieve information from our files. Nor has the intense effort of upgrading Central Records stopped. The Springfield Police continue to make efforts to modernize and improve the system so that it is effective for the entire department.

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### About the authors:

JOE A. ROBLES is supervisor of the Crime Analysis Unit for the Springfield, Mo., Police Department. A member of the department since 1975, he holds a B.S. in urban and regional planning from Southwest Missouri State University, where he is currently a candidate for an M.P.A. degree.

WANDA BROWN joined the Springfield Police Department in 1968, where she worked in Central Records for nine years, and for three years as a Uniform Crime Reports specialist. Recently promoted to Records and Word Processing Supervisor, she attended Northeast Missouri State University.



# No-nonsense policing in

## An interview with Chief George Sicaras of the Hartford Police

LEN: Last month you were hit with a five-day suspension for criticizing politicians in Hartford, who you said were trying to influence the promotion process, and there was also some mention of adding civilians to a department complaint review board. Could you start off by elaborating on the circumstances that led up to that suspension?

SICARAS: Well, there were two issues that took place. One was a reporter from one of the local TV stations had picked up some information that there was indirect pressure being applied on me to promote and assign various members of the department, without benefit of civil service or merit. I had been aware of that for some time and, indeed, had gone public some time back on this whole issue. When the pressure began to intensify, I did in fact speak out on the issue and had cautioned any and all politicians that any political interference with respect to promotions or assignments was illegal, and that if it continued, I would report it forthwith to the Chief State's Attorney. That is criminal, and I would not put up with that at all. We've worked too hard to get politics out of the police department.

LEN: How far did the matter go? Did you end up having to go to the State's Attorney to rectify the situation?

SICARAS: I had called him to brief him that there had been some approaches with respect to pressuring me into making these assignments and promotions, and just alerted him that I would probably come to him when I had evidence to sustain the charge or charges. I think, by the way, it was the first time that a police chief has spoken out about political interference, and it was of great comfort to me to see the Connecticut chiefs' association come to my assistance very quickly, as well as the community at large in support of that.

The second issue had to do with the civilian review board, which I viewed to be a political issue that did not have the support or sentiment of the community at large. And at a public hearing, I had spoken out against it, and I guess my being angry at the time I spoke out was perceived as talking against politicians and the like. What in fact had happened was the preceding speaker had accused the police department of engaging in barbaric and genocidal conduct, and that inflamed, I think, the audience that was there, and certainly had gotten me very, very angry, where I had responded to that as well as the whole issue of civilian review boards. I felt then, as I do now, that we are doing a more than adequate job of policing ourselves, and there was no support in this community. My attendance at some 250 community meetings seemed to bear that out. There

was no demand at all.

LEN: According to the Hartford Courant, you had charged that someone told you you could lose your job if you resisted suggestions to promote more minority officers. Are there currently any built-in protections that would prevent or reduce the chances of your being fired for such reasons?

SICARAS: There is a state statute that gives me protection to this extent: that I can only be removed with just cause, and only after a public hearing, so there is that statutory protection there, which thank God was there in my case. There's no question in my mind that the threats about having me fired were real and certainly not imagined, because it had traversed the entire organization that that's what was going to happen if I didn't play ball with the politicians.

LEN: So the members of your department had already gotten wind of the fact that you might be in some hot water as to your own job security?

SICARAS: Well, let me put it a different way. I think that they knew that I am committed to fairness and the merit system, and that I would not engage in anything that was unethical or illegal, however noble the cause. They saw this, I think, coming to the extent that I was going to stand up for what I believed to be right and just, and I think they certainly had some advance knowledge of it to the extent that there would come a showdown at some point in time.

LEN: Did the support that you seem to indicate you had among the members of the department extend to minority officers who might very well have been affected by a move to promote additional people?

SICARAS: I'm not sure. I think that it took some racial lines. As a matter of fact, the Hartford Guardians, a black officers association, had come out in support of

ford police officers?

SICARAS: We have not had that complaint once since I have become chief. We have completely revamped the internal affairs division, our investigative review process, and letters that go out to the complainants. We are very specific about why a complaint was not sustained, or whatever the case might have been. The division is staffed with primarily minority officers, thus reflecting the community to give it added credibility, and we have just not had a problem with that at all, and I think the disciplinary actions that I've undertaken since becoming chief speak to that well. In 1979 under the former chief [Hugo Masini], there were a total of 39 actions taken. In my first year, there were 149 taken, the majority of which were suspensions. Discipline was a key issue and that's where we had lost credibility with the community.

By the way, one of the key things that brought this about was not George Sicaras or his administration. It was a shooting that had taken place in March 1980, prior to my appointment, of a black robbery suspect. It was an accidental shooting by an officer with a shotgun. Hence, the demand then, which continued for a two-year period, for a civilian review board. So it's nothing, really, that they could link to me or direct at me personally or at this administration. It went back to that incident.

LEN: Presumably, then, the officer was absolved of any culpability in the matter?

SICARAS: He was. He was cleared by the Justice Department. What the internal board had found was that he had not been trained properly, and hence the accident. My personal review of that case indicates some serious failings by the prior administration to this extent: a) we have not had any substantive in-service training for the past seven years; indeed, our people have not

**'We have not had any substantive in-service training for the past seven years; indeed, our people have not been exposed to [it] as a regular part of their career.'**

the city manager and the action that he had taken against me. Their feeling was that I should have promoted more blacks, but my feeling is and has been that civil service is in direct conflict with affirmative action, and I am bound by the people that are certified to me, and I can't deal with anything beyond that. But they had forgotten the steps I had taken soon after my appointment by achieving upward mobility. Indeed, roughly 45 percent of all black officers on the department had achieved upward mobility subsequent to my appointment as chief. So that speaks well to the organization. I think that there were expectations because we had a black power structure here with respect to the city manager, the mayor, the deputy mayor and several others, that things were going to happen and disregarding the charter, and I absolutely could not do that.

LEN: Does the fact of your having been suspended for five days perhaps suggest to you the need for additional protections for police officials from the whims of the political process?

SICARAS: Let me just clarify this: I was not suspended for the five days. What happened was, immediately following that suspension, the city manager had not conferred with the legal counsel of the city or anyone else. He did that unilaterally. And shortly after the suspension was announced on the 6 o'clock news, then the wheels began to turn with attorneys contacting both me and my attorneys, wanting to get me back immediately. The city manager and I, in fact, met the next day, the misinterpretations he had about me speaking out were clarified, and I was restored with that reference to the suspension being struck from my record, and any mention of that whole incident, as a matter of fact.

LEN: As for the plan to add civilians to the department's complaint review system, have there been complaints from the public at large that the review board, as it's presently constituted, has been less than objective or fair in handling complaints against Hart-

been exposed to in-service training as a regular part of their career. The firearms training with respect to shotguns was abominable. So here we gave a kid a shotgun without the benefit of any formal training and left him out there to hang by himself. So in my judgment the city of Hartford and the police department were at fault for letting this occur. Secondly, what happened immediately following that shooting was that the deputy chief, who is no longer with the department, came public within 15 minutes after the shooting and said it was an accident, without the benefit of a thorough investigation. That obviously caused some problems with the community saying "How can they judge that so quickly." There was a whole concern by the community at large, and especially the black community.

On top of that, when a citizens ad hoc group was formed to assist the police department in this investigation, they were rejected by the former chief of police. They had absolutely no say during those deliberations until ordered by the city manager some months later.

LEN: What was the basis of your own resistance to the complaint review board?

SICARAS: I guess there were several components to it. One was that the data speaks for itself with respect to my being able to restore discipline to the department. I think that that's one thing. The second thing is that there have been no challenges to the findings of the board at all. Item C, I feel very strongly that I wanted to appoint three civilians from the community at large to sit on my review board, but those three not being political or affiliated with any political party or being perceived by the community as being pro- or anti-police. The selections that the City Council had made were people that were members of the Human Relations Commission, who were outspoken adversaries of the police department. So that did not sit too well with me, that we were going to have people who had prejudged us and had anti feelings against the police. What I wanted were unbiased people who could look at things objectively, and I

*The youngest man ever to head the Hartford Police Department, George Sicaras was appointed chief of police there on August 2, 1980*

*Sicaras joined the department in 1960 and rose steadily through the ranks, serving in a wide variety of functions, including internal investigations, a special burglary detail, patrol and tactical units, training, and planning and research. He was appointed a sergeant in 1968, lieutenant in 1972 and detective lieutenant in 1973. The following year, he became the department's administrative officer, assigned to the office of the chief of police. He later commanded the Administrative and Personnel Services Bureau and the Investigative Services Bureau. A specialist in the area of investigations, Chief Sicaras has served on a number of national committees in this field as well as in as crime analysis and computerized information systems.*

*Sicaras, who holds an A.S. degree from New Haven College, a B.S. from the University of New Haven and a master's in public administration from the University of Massachusetts, was recently elected to membership in the Police Executive Research Forum (PERF). A graduate of the FBI's National Executive Institute, he was also recently appointed to the executive committee of the International Association of Chiefs of Police (IACP) as the representative from the New England states.*

*This interview was conducted for Law Enforcement News by Peter Dodenhoff*



# n Connecticut

## Police Department

guess those were some of the major concerns.

LEN: Is there still room for some compromise with respect to the review board, or has the publicity attendant to events of last month ruled out that possibility?

SICARAS: Well, no, the ordinance has passed. They passed a city ordinance placing three members from that city commission, all political appointees, on my board. But in my discussions with the city attorneys and with the city manager, it appears that I will have the final say, certainly, in all disciplinary matters, and that I will, in all likelihood, be able to direct how that board is to function. So I've not lost a great deal, except for those members that I feel are adversarial to the police department.

LEN: What was the overall reaction of the public, the news media and, perhaps more importantly, the members of your own department to this whole affair?

SICARAS: Let's start with the latter first. Immediately following my suspension — that occurred at about 4 P.M. — I had gone down to our roll call for the 6 P.M.-2 A.M. shift, and I wanted my people to hear it from me first, rather than on any news account. I had explained to them what had taken place, without comment. They rallied around me like I have never seen before. We've had our problems to and fro, but the vocal support, to the extent where two shifts refused to go out — and it was at my insistence that they did — they refused to go out because they thought what had happened to me was unjust.

With respect to the community support, just judging from the reports that I've had from the media, they were inundated with telephone calls and letters supporting my position. They felt I had done nothing wrong and they thought that this was a political ploy to try to force me out or something else. The letters that have come in to the department now number about 200 and some odd, and were in clear support of me and really talking against the action the city manager had taken. So there's no question that the community had rallied around me, and support that I had never imagined existed was certainly there.

LEN: Last year, a Connecticut mediation board upheld your reassignment of six detectives to uniformed duties, a decision which a press release from your department hailed as a "significant" reinforcement of management rights. In your estimation, where does one draw the line between management prerogatives and the demands of the work force? Or is it something that has to be worked out on a case-by-case basis?

SICARAS: No, I think that it would be a grave injustice that I would do to the organization if I acted arbitrarily and capriciously in imposing some standards for performance. In the case of the detectives that were reassigned, they had ample warning before my appointment as chief, when I was deputy chief of investigations, that productivity was a very big item with me. And certainly after my appointment, they were put on notice for six consecutive months that their productivity was below par. We had established performance standards, and those that did not improve would be reduced and reassigned to field operations. That was done, and it sent shock waves through the department, to say the least, but I needed to assert, or reaffirm, my right to reassign those people based on their ability to perform at that higher level.

LEN: Have there been other instances since that time of what you might perceive as union or work force encroachment on your prerogatives as police chief?

SICARAS: There were several things that have occurred. It's been sort of an interesting 18 months. Six months after my appointment I fired seven probationary employees who were accepted into the system by God-knows-what standard. They were in gross abuse of sick and injured leave privileges, which really had never been tested before. We set up criteria that would signal to us abuse. So these probationary officers were all fired. One had appealed to the Federal court, and only recently had that request for a petition been denied by the Federal court. So I feel that we've won two rather significant battles.

It seems to me that part of being an administrator of a department undergoing change is to take risks and to

reassert what rights I think we have. The union has its place, and that certainly is for wages and benefits, and to give me input on working conditions, but that's where it stops. I make the final decisions, and I am responsible for law enforcement in the city, and that's the way it's been going.

LEN: Are there issues that are yet to be addressed that may become sticking points in any forthcoming contract negotiations?

SICARAS: We just recently settled our contract. As a matter of fact, it probably marked the first time where a chief of police, of this department at least, was behind the bargaining unit members for improved wages and benefits. The exchange for that was that they had to give back the management rights that were forfeited under previous administrations, starting off with something as simple as the right to suspend. That was very narrow when I became chief; only in cases where people were arrested for a felony. That has now been expanded to include all of the types of situations that one would expect an employee to be suspended. There were several others; it was a management take-back time over the contract negotiations, and I worked very hard to talk with the city manager and encourage him to give more wages because of increased productivity and a commitment, I think, on behalf of all men and women in this department. That worked out quite well. They ended up with a 34½ percent wage increase for the next three years.

LEN: To what extent, generally, would you say it's possible to work contract tradeoffs such as, say, more money in exchange for increased productivity? Is that something that's generally easy to come by?

SICARAS: I think if you can equate it to dollars, and how that makes sense for the bargaining unit people as well as the city administration, I think your chances of selling it are probably enhanced considerably. The case in point was that we were losing a tremendous amount of man-hours per year for sick and injured time, as I mentioned before, to the extent of 14.2 percent of all available work hours were being lost in those two categories. My feeling was, after we had implemented some very stringent management controls here, we brought that sick and injured time to a low of 5.1 percent; it was really drastic. My position with the city manager was, okay, we've achieved this, but we've got to let the men and women of this department know that there's some tangible reward for them cooperating with

***'The union has its place, and that certainly is for wages and benefits, and to give me input on working conditions, but that's where it stops. I make the final decisions.'***

us and making this thing happen. What we came up with was that we would give them a one percent bonus annually, based on their annual pay, if they would keep the sick rate down below 6.5 percent. So hence there was something back in their pockets for cooperating with management and keeping the sick and injured time down. In fact, they achieved that goal and we're below it, through substantial peer pressure, because it was for the bargaining unit as a whole, and not for individual members. So there were things happening here that I've never seen in my entire career to make that happen, and that includes people coming in on crutches, because they took this very seriously and the peer pressure was intense.

LEN: Going back to the reassignment of the six detectives, one of the reasons you cited was poor productivity. Apart from the transfer of the six detectives, what else has been done thus far to enhance productivity within the detective function?

SICARAS: Well, the detective is relatively easy, because I have considerable expertise with that on the national level. We had reintroduced standards of performance, indicating what caseloads shall be, what the optimum clearance rate would be, and the number of hours that they had to put in per investigation. Anything short of that would suggest to me that they were not be-

ing productive, so we had some tangible measure for the first time of case closure and case solution. With the six detectives that were demoted, they were only solving two percent of the cases at the time that I reassigned them. That average has now gone up to about 18 percent in less than seven or eight months. So there's been a dramatic increase overall, and some specific improvements in various crime categories. They've managed to do that very well.

LEN: Did the increase in productivity necessitate any major overhaul of the detective function as a whole?

SICARAS: No, because we had gone to great pains when I handpicked my commanders and supervisors for those functions to make sure that they had a good handle on what my expectations were, that the day of detectives just going out and riding around and randomly responding to calls or cases they opted to investigate were clearly gone. Each supervisor is responsible for screening cases, assigning cases, and is held accountable through a number of checks and balances internally as to how their people are performing, and, indeed, how well those supervisors and commanders are performing. So there's a number of checks throughout the entire system.

LEN: Presumably the public was made aware that there's been a change in how detectives handle caseloads. Have they responded favorably to your initiatives, knowing full well that it might mean that particular case they are personally involved in might not see the light of day in terms of follow-up?

SICARAS: I think at the time that I made that decision that I was going to reassign these detectives, and at the same time take another drastic action, which was temporarily suspending the entire division — I had taken all the personnel assigned and transferred them to a new

division called Crime Suppression and Prevention — my public comments indicated that we would not be doing follow-ups in burglary cases, for example, unless it met a threshold amount of \$5,000 or more. It was temporary, but I needed to take personnel and experiment with the new approach to crimefighting and see how well we did. Fortunately for me, there were no complaints that came in at all, so the absence of those detectives really didn't impact on the community. Indeed, the tremendous success we had with crime suppression clearly outweighed any disadvantages that might have resulted on a short-term basis.

LEN: How has the patrol function been addressed in terms of similar productivity increases?

SICARAS: I guess there are some tangible measures that I look for. Certainly the first thing is time off on calls for service. Originally we were wasting about 46-48 minutes on a call for service, and that indicated to me that we were spending far too much time on probably extraneous, personal matters, rather than writing the reports and getting back for the next call. So we managed to control that, through a number of management reports that we've introduced, and measuring it by computer, and reducing that to 32 minutes within about a three-month period of time once we introduced

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# LEN interview: Chief George Sicaras of Hartford

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the program. The number of calls that they had handled per shift has reduced with the introduction of some of the ICAP [Integrated Criminal Apprehension Program] things, which I'll talk about later. We can measure officer-initiated activity, and have identified 65 percent of an officer's time, leaving 35 percent for directed patrol activities.

The number of felony arrests increased some 30 percent, and they were quality felony arrests — we check quality through a court feedback system — so that told me that the calls that they were responding to, where they had some preliminary investigation, they could certainly stay with those cases for a reasonable period of time. That has worked out quite well. So there are a number of things, really, that we put into place, where there's no question we can pick up right now any person that's not carrying their share of the load, a) by virtue of the number of calls they handle, and/or b) the time that they're spending on those calls. So we've got it pretty well plotted out where we can tell. On top of that, all criminal investigation information goes into crime analysis, thus forcing everyone to share information.

LEN: You just mentioned the whole ICAP effort. Does that presume that Hartford is implementing aspects of that program in its police efforts?

SICARAS: ICAP is probably the best comprehensive police program I have seen come down from the Federal Government in my entire law enforcement career. We are not an ICAP city; we do not have one Federal dollar coming in to us. But before my appointment as chief, I became a believer in the ICAP philosophy as compared to the team policing mode we were in prior to that. It just made so much sense, it was back to basics, but with some structure and certainly some improved information systems that I think made my transition as chief much, much easier.

LEN: What elements of the ICAP structure have in fact been integrated into the Hartford Police Department?

SICARAS: The first one was reducing the extraneous types of calls that our field operations people were responding to. Prior to my appointment, certainly, prior to the inception of some of the ICAP modules, we were virtually at the mercy of the telephone; whatever call came over that telephone we had to respond to. By way of example, there were three that come to mind very quickly. One was someone calling here and saying that a family was in dire straits and needed our help immediately because they were out of soap powder and bleach. That's a fact. And it was common for us to respond to that type of call and send a policeman out to buy soap powder and bleach. Another one was someone calling in and saying that had a leaky faucet, and we would send a policeman out without really searching out that call and referring it to the fire department or to a plumber or to someone else, but certainly not a police officer. Heat complaints were another one, where we were required to go out and take temperatures of cold buildings and wait there until heat was restored. So the whole tele-serve function came into being a call-diversion and call report-taking function within the department that was staffed with light duty people who, up until then, had been tucked away very neatly in day jobs and non-productive types of assignments. That resulted in a workload reduction of about 22 percent for our field patrol officers. So with that came, I think, a sense of feeling by the troops that I was concerned about the types of calls they were responding to, hence they did not spend as much time on calls, they reduced it fairly significantly, and I think the results of more felony arrests and other things spoke for itself.

The other thing was the managing of criminal investigations, which I had mentioned before, and tracking our cases. We have now automated that, and I believe we're the first in the nation to put it on the main-frame computer rather than a microprocessor. I'm very big into time management as well with detectives, so we'll be testing that module as time goes on.

The career criminals, we have dealt with that and have liaison people, and that has proved to be a great success. We also have instituted something brand new that I recently introduced in Colorado Springs, which is the career criminal program for juveniles. We are absolutely convinced that a vast majority of our major crimes are committed by a relatively few juveniles, and our experience in that area has borne that out.

The Crime Suppression and Prevention Unit is sort of a new twist. One part of it, the suppression unit, is not like a tactical unit. We decided early on that we would target a crime type and a section of the city that was be-

ing plagued by a particular crime type. We would saturate that area with our people armed with warrants and crime analysis bulletins and a number of other things to facilitate reduction of that crime type. The other part of it was crime prevention, and unlike most departments, crime prevention, I guess, is commonly viewed as a public relations type of thing. We link that up with crime analysis, where they were aware of crime patterns and trends, and attempted to be relatively proactive rather than reactive to a crime occurring, by helping to target-harden a certain neighborhood or whatever the case might have been. We're setting up a network with community groups where I meet once monthly with the 17 or 18 neighborhood representatives. We hash out a number of problems and then as crime patterns emerge during a given time frame, we have a fan-out system with some of the neighborhood groups whereby we would alert those people immediately that something is happening in the neighborhood, and they in turn would notify their fellow neighbors. That's worked out quite well.

LEN: You mentioned a little about crime analysis. Are most of the efforts to increase productivity and, by extension, reduce crime, based on hard crime analysis data?

SICARAS: There's no question. That was probably the single best move that we made. We had a lot of assistance from some of the ICAP cities, free of charge to us, to get the thing started. This organization had transformed from one that was wholly reactive and really making decisions based on gut feeling into one making decisions and deployments by information, and crime analysis serves a very important part of that whole process. We get crime analysis bulletins out, we can plan our strategies and deal with the crime problems. So that has been the single most important information tool that we have put into place.

LEN: You contrasted the ICAP structure with team

resources. I guess unlike some of my colleagues, I would not consciously jump on the bandwagon and say, "Yes, we need more police because crime is up." My orientation is entirely different, and what I needed to prove to myself, and certainly to the organization, was what that number should be, and we needed to do that relatively scientifically. We did that. For the first time in my memory, we put together a resource allocation plan which told us that we were substantially over what most people were calling for for a staffing level in this department.

LEN: What is that level currently?

SICARAS: At the moment it's 401. We had gone down two months ago to 362, which was the lowest in the history of the department. But it was during that time, ironically, that we did extremely well. We had less men, more crime, more calls for service, and we managed to stabilize crime, in my judgment, and things appear to be working fairly well, with reallocation of people and emptying out the building of the desk jockeys that we had that were politically oriented and had themselves tucked away. So we emptied out the building of the sworn personnel that we had, and replaced them with civilian paraprofessionals, and that compensated tremendously for the available resources that I had on any given tour of duty.

LEN: Does this leave you at what you might consider to be an optimum manpower level, or do you still see the force as being under strength?

SICARAS: I'm really taking my cue from the community, and based on the data that I have assembled before me. This town has been crying loud and clear for the past several years for the return of foot patrols — admittedly cost-ineffective, but there is a value in certain areas and at certain times. So what we did was we prioritized beats based on data, based on crime hazards, based on community perception of crime, and made those recommendations to the Court of Common Council during last

***'Unlike some of my colleagues, I would not consciously jump on the bandwagon and say, 'Yes, we need more police because crime is up.''***

policing, which you indicated was the dominant mode in Hartford before you became chief. In your estimation, what is the problem with team policing, given the fact that it was so widely ballyhooed in the early 70's?

SICARAS: Well, I think with respect to the city of Hartford, we're only 17 square miles, and what had occurred with team policing was dividing that up into five semi-autonomous police districts, each headed up by a captain. That had the net effect of having five separate police departments without any real coordination among them. The crimefighting effort was not a citywide effort; each district commander was left to fend for himself without the benefit of any support mechanisms, such as crime analysis and the typical support functions that you would find in a police department, including planning. So those became issues where the city had gone off into five different directions. It became a question of each of those five districts starting to play "spin-the-bottle" with the police officer. By that I mean as resources became available with new personnel, it was who could yell the loudest and get those resources. That, in my judgment, was irresponsible and certainly not professional. Our allocation model is obviously different today.

So there were a number of things going on, and sharing of information among the five districts was virtually nonexistent. It was very, very competitive, to the detriment of the community.

LEN: Was the change from team policing to the ICAP-based systems a relatively simple process?

SICARAS: Again, thank God for ICAP. We did it with relative ease in about three months for the total transition. We had put everything into place and designated our watch commanders and the like. Plus the support and belief of the rank and file of the department — they supported a return to that concept, having been through team policing for six or seven years, and knowing that that was not the best way for us to go.

LEN: Are the solutions to productivity problems tied in Hartford, as they seem to be elsewhere, to the continuing dilemma of decreasing resources and increasing calls for service?

SICARAS: Yes and no. There's been tremendous support from the community at large to provide more police

year's budget hearings, that "Here is what the community is asking for, and here is what the price tag is. If you don't want it, you can reduce it by this much and here's what you've got for coverage for the city." So we were really scientific about it, and it caught the City Council's eye, as it did the community groups. They wanted foot patrol, and they were willing to pay for it, so we now have extensive foot beat coverage in the city. But I am prepared to reduce the level of services, depending on what the financial condition is, and am able to do that in a very systematic way without yanking beat men or whatever assignments I have arbitrarily. It's well thought out and well planned out.

LEN: Since you've mentioned your predecessor, Chief Masini, several times thus far, how would you assess the administrative legacy that was left for you upon your appointment as chief? What was left for you to have to deal with?

SICARAS: I think to have to create a new police department. I think that that's essentially what had to be done. The City Council had mandated through the budget process a complete reorganization of the police department, including a return to the centralized policing mode. I think that that clearly signaled the political feeling in the city, and I think the men and women of the department that had testified at those hearings that team policing was not working. We had lost our sense of purpose, we had lost our sense of direction, we had lost our sense of dealing with a very, very big item in this city, and that was crime, as it is nationally. We became more concerned, I think, with public relations — although that's not bad if used in moderation — and we became involved in programs that really weren't working, and that's the one thing that I'm philosophically and practically opposed to. We've got to have things that work, things that people believe in, and I think that we've managed to turn that first corner and we have such a program now.

LEN: What would cite as the paramount accomplishments of your first 18 months as chief?

SICARAS: There are several, it seems to me. One is, I think that every chief would like to leave a command staff and people in responsible positions that would

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**'I see no distinction between sizes of departments; that's been exaggerated. Chiefs throughout the country by and large have the same problems; frequency and volume, however, may differ.'**

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speak well to his administration, and be compatible with good police service once he leaves. I have had the good fortune of appointing all of my deputy chiefs — all four are my appointees — six of the nine captains are my appointees, 13 of the 22 lieutenants promoted heretofore are my appointees, and 35 of the 62 sergeants will be my appointees within the next couple of weeks. So I've had an opportunity for the first time to discern those people that have taken civil service examinations, pick out those who are the most qualified in my judgment, and skip over people that I thought were less qualified — and that's not been done, I don't think, in the history of the department. So I'm leaving behind, or will be leaving behind, a group of very articulate, very capable supervisors, managers and top commanders in this department.

I think our progress with crime is just an exceptional feat. I came to this department where crime was escalating at enormous proportions each and every year for the past seven or eight years, and we have now reversed that. We have now completed our tenth month where crime has decreased, and that's a phenomenon I don't think many major urban centers can claim at this point in time. So it seems to me we're doing what we're being paid to do, and doing it very effectively, without the normal accusations once someone takes a law-and-order stance that we're going to violate someone's rights. Indeed, our civilian complaints have gone down rather dramatically.

LEN: You would characterize your stance as a police administrator as, in fact, a law-and-order stance?

SICARAS: There's no question. I know that there are people terrorizing this community, we know who they are, and I am sick and tired of seeing people being captured in their homes or afraid to walk the streets, particularly the elderly. We've dealt with that very aggressively by identifying these people, securing warrants for their arrest, and restoring a sense of order. I might point out one example. We had a phenomenon that occurred right after my appointment with one Hispanic gang emerging who claimed in the city, that no one could enter that part of the city. Soon after that, with all the attendant publicity, the gangs increased from one to six, with some real violence that this city has never seen before. I took a very stern approach and met with all the gang leaders, and told them that there is no such thing as turf in this city, it belongs to the citizens of Hartford. We will not tolerate their shooting or whatever they were doing. We arrested some 184 people during this past summer, 72 of whom were jailed, and that put a stop to our problem. We did without one complaint about the officers' conduct, so I think that speaks well to the organization.

LEN: What significant crime problems remain to be addressed in Hartford?

SICARAS: Looking at the data, it looks like we're making progress in all areas. We've covered virtually every area, and the only problem area that we're having right now is homicide. But the bulk of the homicides that we're having are friends, relatives and associates, and that's something that we obviously cannot suppress. But it appears that the target areas that we've identified, crime has been going down in all categories, particularly the target crimes that we had identified early on, which were daytime burglaries. We went from a 74 percent increase the first quarter of last year to minus 24 percent for the entire city as of date. So there's been a dramatic reduction there, as well as with auto theft.

LEN: Are fluctuations in the crime rate something that you see as likely to turn a corner on a national scale in the short-term future, or is this something which has simply been addressed particularly well in Hartford, and still in need of similar treatment in other cities?

SICARAS: My best information indicates that crime will probably remain constant with last year, about a 10 percent increase. We're at about half that, at about a 4 percent increase for 1981, which reverses the 15 percent we had the previous year.

I don't know if it's a phenomenon. Just talking with some of my colleagues nationally, they indicate that they're still having problems and crime continues to escalate. So I've got to feel that our strategies are working and the seriousness with which we take the task is obviously manifested in the results.

I see no distinction between sizes of departments; that's been overexaggerated. I think that chiefs

throughout the country by and large have the same problems; the frequency and volume, however, may differ. But we ought to be able to sit down and share what ideas we have and work together, rather than say, "I'm the big city and you guys don't know any better," thus creating all kinds of problems. Cooperation is essential to making our department hum, and making the other departments hum, really synergistically. It's absolutely crucial.

LEN: A release that accompanied your appointment as police chief noted that you were the youngest person in the history to attain the top spot. With that in mind, what does the future hold for George Sicaras?

SICARAS: It may sound inappropriate, but I guess it's survival with honor. Unlike others I've heard that like to say they want to survive at all costs, I guess mine is not putting my ethics or my principles before what I need to survive. They have to go hand-in-hand. I am committed to turning this organization around, making it responsive to the community, and making the city a safer place to live, work and play. I think the people now believe that they have a first-class police department, as evidenced by their support, and we're going to work very hard at maintaining that confidence that they have expressed in this department. Beyond that, I guess I'm not one that will try to ride out any political tide, or something else to the extent of making a prostitute out of myself. I've not done that in my entire career, and I don't intend to start now. Just judging from the support that we've gotten, I don't think that my leaving is of any concern to anybody. I don't see myself leaving in the immediate future.

LEN: Is there any preconception in your mind as to how long it might take to implement necessary reforms and modifications in the police process? Is it something that most chiefs, in fact, even last long enough to realize?

SICARAS: I think it depends on the chief and on the organization and a number of other factors, political as well as community support. I had the advantage of being appointed from within, therefore I knew all the players, I knew what the problems were, and I didn't have to spend a great deal of time trying to establish confidences and getting a feel for the turf, as it were. I move very quickly in terms of identifying what the

plans were going to be. Although it's not compatible with my management style, I rescinded the participative management style that was here before me and moved into a posture of "I'll tell you what, you tell me how." That sounds sort of abrasive, but with an organization that needed some direction rather badly, that seemed the best way for me to go, and it worked. The people wanted that leadership, they wanted that direction, and certainly there was opportunity for input from them. But the typical staff meeting that we'd experienced for the last several years of raising hands to reach consensus on each and every issue went by the wayside; I just didn't have time to do that.

So I guess it depends on the internal environment of the department, whether or not they believe that you're going to be effective, and whether or not they believe in what you're proposing and that it can work. I think that everyone had a sense of getting back to the basics and doing what we're being paid to do, rather than buying people soap powder and bleach.

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## Does the future belong to the computer criminal?

Continued from Page 6

pany and he stole again. This is the prosecutor's problem and the criminal's delight.

### No One Will Punish You

Of those who come before the tender mercies of prosecution and the court, only one out of every 33 people actually goes to jail. And, if you want some quick mathematics, one one-hundredth times three-twentieths times one thirty-third means the odds are one in 22,000 that a computer criminal will go to jail. Again, we ask why. In law enforcement minds, the computer mystique is often alive and well. Usually the investigator is not equipped. He or she has gone through college, but most likely has had very little to do with computers (though, of course, that's changing). Someone comes in and confronts the investigator with a stack of computer printouts and says, "I think I've been robbed." The stack is kind of a mystery. So a lot of people are going to be loathe to involve themselves in something they know absolutely nothing about. Others will try, but they won't be able to do as good a job as someone who knows about computers.

In addition to these problems of just understanding a computer on the level of investigation, if the case goes to court, you have to deal with antediluvian laws in some jurisdictions. I got a call recently from a prosecutor in a Midwestern state who told me that students at the university had kind of done extramural work in the field of computer sciences. They bought a Heathkit setup and made a computer terminal, used it to access the university's computer, and began to use the computer to do all of their homework problems that involved computations. They developed their own account so that no one was victimized but the university. They got a substantial amount of time. The prosecutor called me

because none of the statutes in his state covered the theft of time. In California that would be covered under general statutes that say if you steal services, including time, then that's a crime. We've prosecuted people for the theft of computer time. To remedy problems like this, the state of Florida passed a bill specifically addressed to computer crimes. Congress is considering a similar bill, as are California, Maryland and Illinois.

### Chances For Advancement Are Great

Jerry Neil Schneider, one of the more famous computer criminals, is, I think, a real inspiration for anyone seeking employment in the field. At the tender age of 19, Schneider developed a system to swindle the Pacific Telephone Company. He had it working so that he could get the telephone company system to deliver parts to him and he had a trunk all painted up and at odd hours in the night he would go and pick up these parts that the telephone company had delivered to him for free because he had gotten into their computer system. Over five years he stole approximately \$250,000. Finally he was detected — not through any security procedures of the telephone company and not through any investigation by law enforcement, but because one of his employees got mad that he wasn't getting enough pay. After detection, Jerry's career took off. The best thing in the world that could happen for him was to be detected. National publicity visited him in his crime. He settled a civil suit growing out of the incident by agreeing to pay the phone company a grand total of \$141.50 a month for five years. If you multiply that out, it means that on the \$250,000 which he stole, he had to pay a grand total of less than \$9,000, leaving, one assumes, a profit of \$241,000. He did serve 40 days in county jail. But that's the smallest part of it. Trading on his

fame as a computer criminal, he went into business as a consultant to people who did not want to be ripped off by computer criminals. Rumor has it (and this has never been confirmed or denied that I know), included among his clients was Pacific Telephone Company, which was still rather curious exactly how it was that he accomplished some of his feats. Certainly, thanks to the publicity of his conviction, he, like perhaps ex-President Nixon and others, showed that sometimes getting caught is the most economical thing a criminal can do.

### You Needn't Be A Genius

You may wonder what it takes to commit these crimes. I mean, certainly Jerry Schneider was a pretty clever guy. He was able to do what very few people could do with the phone company. Many cases do involve that expertise. But not all. The slow, lame and blind can also consider computer crime. One fellow operated a check printing output station of a computer and among the other payroll checks that it printed was his own. In case a mistake is made by the printer — it prints "Lithelstick" instead of "Jay Becker" — there's a repeat button and one's supposed to tear up the inappropriate check and hope that the computer does it right the second time. Well, this very sophisticated thinker figured out that if he pressed the Repeat button when his own check came up, he could make a fortune. So, he pressed the Repeat button a whole bunch of times and came out with a large number of checks. As I say, you don't have to be a genius. This fellow proved that he certainly wasn't because he took all the checks that he had printed and brought them to the same teller at the same bank at the same time, and she, being above the level of Mongoloid, decided that there must be something wrong because he got paid 18 times for the same time period. He was subse-

quently arrested and taught to be more discrete. Another of my favorites that doesn't involve any knowledge of computers or computer systems at all is a very simple thing of opening a checking account, getting a book of deposit slips (each is encoded in a machine-readable form, "Credit this deposit to the account of Joe Criminal.") Joe goes to a printer and gets a whole bunch of blank deposit slips and has printed in machine-readable but invisible magnetic stuff, "Credit this deposit to the account of Joe Criminal." Joe then goes to the bank, goes to the deposit-slip holder where there are a bunch of blank deposit slips, takes them out, puts his deposit slips in, and then whenever someone writes out a check and makes a deposit to their own account, Joe Criminal comes out that much ahead. This scheme has been used in several places. This scam is why there are no longer deposit slips dispensers available to the public in banks.

### There's No Time Like The Present

With all these great statistics and opportunities and lack of entry requirements, one might think, "Gee, why don't I finish my degree, hit my parents up for \$20,000, and go around the world for a year and a half, and after contacting more or less of the desirable social diseases, settle down to a life of leisure in computer crime." Well, I wouldn't wait if I were you, because the various segments of society which are interested in computer crime are acting and trying to right the balance. The National Center For Computer Crime Data is but one little part of the picture. I send people documents from computer crime cases that seem analogous to their own or refer them to someone local who can be of assistance, either a prosecutor or an investigator who has experience in computer crime cases, or some kind of other expert in computing or accounting or security. There's a network — in the old chauvinist days we'd call it an old-boy network; now we call it an old-person network of people willing to be of assistance to other people investigating or prosecuting computer crime. More and more prosecutors and investigators are learning how to do this. I've either attended or spoken at training sessions for prosecutors and investigators that the FBI has sponsored in Quantico, Va., that Batelle Research Institute had up in Seattle, that the Florida Institute of Law Enforcement has had in St. Petersburg. Thus, throughout the country, law enforcement is being educated in computers and is developing the expertise to deal with problems associated with them. And, as I say, legislation is being considered in the crime in several states. I'm sure that the legislature of the state that I told you had its problem is going to be receiving bills from legislators who have been goosed by the newspaper saying "How come our state can't prosecute computer crimes?" So, throughout the nation, my expectation is that more and more laws are going to be passed directly relating to computer crime. And other interested groups are mobilizing. The computer industry, through the Association for Computing Machinery and the American Federation of Information Processing Societies, accounting groups, the American Society For Industrial Security all see the problem, and through various study groups and projects are trying to deal with it.

Let me leave you with this concluding question: If for the would-be computer criminal the time to act is now, when must the rest of us act?

### Appeals court OK's stop-and-ask policy:

## DC cops back in 'contact' with public

Continued from Page 1

attorneys. "They merely sent us back for another go around."

Appellate Judge Tamm, who was joined in his opinion by Judges J. Skelly Wright and Harry T. Edwards, sent the case back with the caveat that each encounter that police initiate with citizens must be considered "in light of all the relevant facts and circumstances."

Taking issue with the trial court's determination that police requests for identification are tantamount to an unconstitutional seizure, the appellate court observed that such a conclusion would prevent cops from questioning potential witnesses to a crime and per-

sons who appear to need assistance, as well as stopping them from soliciting voluntary help from citizens.

The court suggested that a test for determining whether such an illegal seizure had occurred "is whether a reasonable person, innocent of any crime, would have felt free to walk away under the circumstances."

According to a Washington Post account of the decision, the appeals court also suggested that subtle, controversial questions of constitutionality would be easier to answer if police clearly told citizens that they were free to leave and that they were not obligated to answer any questions or produce identification.

Noting "the persistent problems and continuing litigation police 'contacts' with citizens in the District of Columbia have caused," the court strongly urged that the police department "include this statement in its contact procedure and policy."

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## Three-way bad news on cocaine

Continued from Page 3

icated that the program would have had little effect if continued. "How are you going to convince a poor peasant to starve himself growing cotton when he can get four crops of coca a year with less work?" he mused. "As long as Americans are paying all those dollars for cocaine, people here will keep planting coca."

But the latest development in the American cocaine equation is the Cuban factor. Investigators for a Senate subcommittee announced this month that Cuba is lending a hand in smuggling both

coke and marijuana into the United States in an effort to rattle the U.S. Government.

The investigators for the Senate Judiciary subcommittee on terrorism quoted an informer who claims to have taken part in recent off-loading of marijuana on the north side of Cuba.

According to the probers, the informer said Colombian narcotics smugglers are using Cuba as a transfer point, bringing in cocaine and pot on "mother ships," then moving it out on smaller vessels bound for Florida and the Bahamas.





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## BURDEN'S BEAT

By ORDWAY P. BURDEN

### Police stress: a deadly serious affair, but there's still room for a little laughter

One of the first things a rookie police officer discovers is that mental and emotional stress is as much a part of the job as the badge. Curiously, though, it has only been during the last two decades that there has been a growing recognition that stress is a problem, and that too often its results include divorce, alcoholism and suicide.

Some police agencies now offer at least minimal training on the subject of stress and some offer counseling for troubled officers. But these programs are in their infancy, and there's still a lot to learn about how best to help an officer who is deeply affected by the frustrations, anxieties, fears and anger generated by day-to-day exposure to the ills of society and the dregs of humanity. As Edward C. Donovan, founder of the International Law Enforcement Stress Association (ILESA), put it in a Law Enforcement News interview last April, "We're in the Stone Age."

J. Patrick Sheehy, S.J., chaplain of the Marion County, Ind., Sheriff's Department, would say amen to that. For several months he has been trying to find written departmental policies for dealing with officers who have shot a suspect in the line of duty. He checked a number of large police agencies and found very little help.

The practice in Brother Sheehy's department when an officer has been involved in a shooting is to remove him from the field for three days and assign him to the department's executive offices. "We also require him to see the department's psychiatrist," Brother Sheehy said. "The psychiatrist then will talk over his situation with his executive officer, and he may go back to the field or be reassigned." Contrary to the practice in some police agencies, a Marion County deputy is "reassigned" — not "suspended" — after a shooting because the latter word has a pejorative connotation.

Is that the best way to handle post-shooting stress? Brother Sheehy doesn't know, and neither, apparently, does anyone else. If anyone does, Brother Sheehy would like to hear from him.

The Marion County Sheriff's Department, which is based in Indianapolis and is headed by Sheriff James L. Wells, recognizes the fact that stress is not just an officer's problem but a family problem. So each new deputy and his wife — or parents, if he's not married — are invited to a six-session seminar to introduce them to police work and the stresses and problems that are part of it. Two sessions are aimed at orienting the family to the department and its facilities. The others are designed basically to explain the stresses of police work and make it clear that help is available. One session, for example, includes a panel discussion by veteran deputies and their wives at which "they talk about all the horrible things the new men will see," according to Brother Sheehy. "Then the next week they talk about all the positive things." At another session, the new deputies' wives get a short course in guns and have a chance to fire a weapon.

"We're really happy with the family seminar for two reasons," Brother Sheehy said. "First, it gives the families an overall view of police work, and second, it has the long-range benefit of showing the new officers that it's not unusual or strange to talk with me or the department's psychiatrist. Three years down the road, if they're having a problem, they may feel freer about coming to us to talk about it."

The idea for the family seminar is not original in Marion County. "In fact," said the chaplain, "I copied a lot of it from other departments."

Brother Sheehy, whose parents were both police officers, has been chaplain of the 550-member department for 10 years. Like some other agencies around the country, his department offers peer counseling as well as the services of chaplains and psychiatrists for officers needing help due to stress.

The Boston Police Department had the first stress program around 1960, beginning with counseling for officers suffering from alcoholism. The program is now run by Edward Donovan, who also heads ILESA and who is undoubtedly the most effective national advocate for the need to recognize and deal with police stress and burnout.

Counseling, therapy and training are the chief medicines for stress, but a couple of officers in Bergen County, N.J., are betting that humor helps, too. Rich Dittmar and Russell Warren Sr., both veterans of the county police department, have started the Burntout Policeman's Association (BPA) to lighten the policeman's load with laughter. (For example, applicants for membership must answer "Yes" or "No" to these statements: "Not all police chiefs should be cloned"; "I still sleep with my nightstick"; "I never call in sick"; "I can recite Miranda by heart," and "I practice my quick draw at home.")

Dittmar and Warren are well aware that some officers require expert treatment for serious problems. "But," Dittmar said, "the vast majority fall into the category of just needing to know someone, other than a therapist or doctor, who gives a damn and understands their problems." In its first few months, the BPA signed up more than 400 kindred souls to join in an occasional laugh about the policeman's lot.

(Ordway P. Burden welcomes correspondence to his office at 651 Colonial Blvd., Westwood P.O., Washington Twp., N.J. 07675.)

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C-169	Correction Sergeant	\$10.00	C-598	Policewoman	\$8.00	C-1503	Supervising Court Officer	\$10.00
C-958a	Correction Youth Camp Officer (Men)	\$8.00	C-602	Postal Inspector (USPS)	\$8.00	C-1666	Supervising Deputy Sheriff	\$10.00
C-958b	Correction Youth Camp Officer (Women)	\$8.00	C-1386	Private Addiction Specialist	\$10.00	C-1667	Supervising Housing Sergeant	\$10.00
C-959	Correctional Treatment Specialist	\$12.00	C-1791	Principal Investigator	\$12.00	C-2513	Supervising Identification Specialist	\$10.00
C-966	Court Officer	\$8.00	C-1427	Principal Probation Officer	\$10.00	C-2106	Supervising Investigator	\$10.00
C-1229	Criminal Investigator	\$10.00	C-2259	Principal Program Specialist (Correction)	\$12.00	C-2143	Supervising Parking Enforcement Agent	\$10.00
C-969	Criminal Law Investigator	\$8.00	C-618	Prison Guard	\$8.00	C-782	Supervising Parking Meter Collection	\$10.00
C-177	Customs Inspector	\$8.00	C-2462	Private Investigator	\$10.00	C-2299	Supervising Professional Conduct Investigator	\$10.00
C-1611	Customs Security Officer (Sky Marshal)	\$8.00	C-2577	Probation Assistant	\$8.00	C-2205	Supervising Security Officer	\$10.00
C-1239	Deputy Chief Marshal	\$10.00	C-1981	Probation Counselor	\$10.00	C-1766	Supervising Special Officer	\$10.00
C-1245	Deputy Medical Examiner	\$14.00	C-980	Probation Consultant	\$10.00	C-1750	Traffic Control Agent	\$8.00
C-2263	Deputy Probation Director	\$10.00	C-2266	Probation Director	\$10.00	C-812	Traffic Control Inspector	\$8.00
C-1900	Deputy Probation Director IV	\$12.00	C-1428	Probation Employment Officer	\$10.00	C-2407	Traffic Enforcement Agent	\$8.00
C-204	Deputy Sheriff	\$8.00	C-981	Probation Investigator	\$8.00	C-1689	Traffic and Park Officer	\$8.00
C-1763	Deputy Superintendent of Women's Prisons	\$12.00	C-619	Probation Officer	\$8.00	C-1522	Traffic Technician	\$8.00
C-1620	Deputy United States Marshal	\$8.00	C-1429	Probation Officer Trainee	\$8.00	C-2335	Traffic Technician I	\$8.00
C-1762	Deputy Warden	\$10.00	C-2262	Probation Supervisor	\$8.00	C-2336	Traffic Technician II	\$10.00
C-1247	Detective Investigator	\$10.00	C-2577	Probation Assistant	\$8.00	C-1887	Traffic Technician III	\$10.00
C-2444	Director of Security	\$10.00	C-1981	Probation Counselor	\$10.00	C-819	Transit Captain	\$12.00
C-1877	Director of Traffic Control	\$10.00	C-980	Probation Consultant	\$10.00	C-820	Transit Lieutenant	\$10.00
C-2325	Director of Youth Bureau	\$10.00	C-2266	Probation Director	\$10.00	C-821	Transit Patrolman	\$8.00
C-1259	Drug Abuse Education Group Leader	\$10.00	C-1428	Probation Employment Officer	\$10.00	C-822	Transit Sergeant	\$10.00
C-1597	Drug Abuse Educator	\$12.00	C-981	Probation Investigator	\$8.00	823	Treasury Enforcement Agent	\$10.00
C-1260	Drug Abuse Group Worker	\$8.00	C-619	Probation Officer	\$8.00	852	Uniformed Court Officer	\$8.00
C-1261	Drug Abuse Secretarial Aide	\$8.00	C-1429	Probation Officer Trainee	\$8.00	1989	United States Park Police Officer	\$6.00
C-1405	Drug Abuse Technician	\$8.00	C-2262	Probation Supervisor	\$8.00	1995	Urban Park Officer	\$8.00
C-1406	Drug Abuse Technician Trainee	\$8.00	C-1828	Probation Supervisor I	\$10.00	2541	Urban Park Patrol Sergeant	\$10.00
C-2428	Environmental Conservation Officer	\$10.00	C-1829	Probation Supervisor II	\$10.00	894	Warden	\$12.00
C-251	Federal Guard	\$8.00	C-620	Process Server	\$6.00	891	Watchman	\$8.00
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C-281	Forest Ranger	\$8.00						
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C-349	Head Process Server & Court Aide	\$10.00						
C-353	Hospital Security Officer	\$8.00						
C-332	Housing Captain	\$12.00						
C-338	Housing Guard	\$8.00						
C-340	Housing Lieutenant	\$10.00						
C-342	Housing Patrolman	\$8.00						
C-344	Housing Sergeant	\$10.00						

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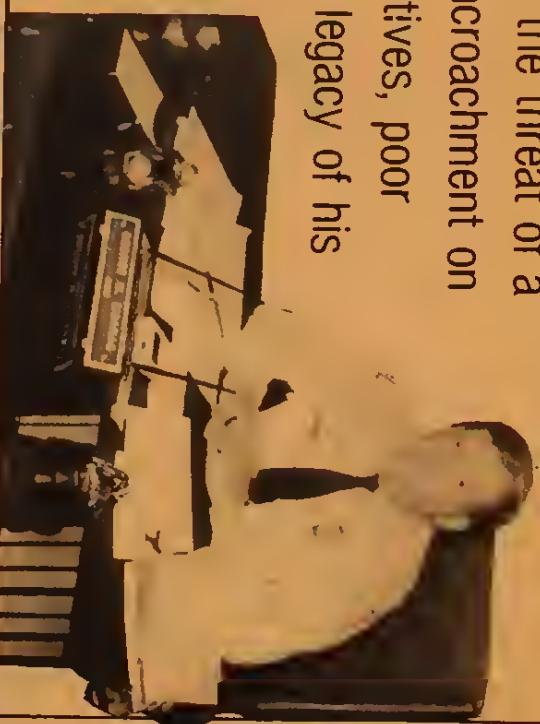
# LAW ENFORCEMENT NEWS

March 22, 1982

John Jay College of Criminal Justice/CUNY  
Law Enforcement News  
444 West 56th Street  
New York, New York 10019

## Back to policing's basics. . .

In 18 months as Hartford's police chief, George Sicaras has had to deal with the threat of a suspension, union encroachment on management prerogatives, poor productivity, and the legacy of his predecessor. His goal? Survival with honor. **See page 8.**



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